passenger
TRANSPORTATION BOARD

ANNUAL REPORT 2015/16

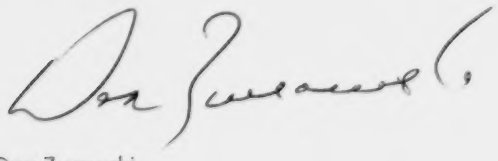
October 3, 2016

Honourable Todd Stone
Minister of Transportation and Infrastructure
Parliament Buildings
Victoria, British Columbia
V8V 1X4

Dear Minister Stone:

I am pleased to present the eleventh Annual Report from the Passenger Transportation Board. The Report was prepared using the guidelines in the Memorandum of Understanding between the Passenger Transportation Board and the Ministry of Transportation and Infrastructure. The Report covers the period from April 1, 2015 to March 31, 2016.

Yours sincerely,



Don Zurowski
Chair
Passenger Transportation Board

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MESSAGE FROM THE CHAIR

I am pleased to present the eleventh Annual Report of the Passenger Transportation Board (PT Board) for the year ended March 31, 2016.

The PT Board is an independent tribunal established under the Passenger Transportation Act. Board functions include: (a) making decisions on applications for taxis, limousines, small vans, perimeter seating buses and inter-city buses; and (b) hearing appeals on administrative penalties imposed by the Registrar of Passenger Transportation. The majority of the PT Board's work involves making decisions on applications.

Importantly, the PT Board is committed to continual improvement, giving thoughtful, progressive consideration to changing trends and public need in the sector that we regulate. We strive for efficiency and administrative fairness in all our processes.

We are a lean, productive organization. In December 2015, our Board membership increased by one, for a total of six part-time board members, including myself, all appointed by Cabinet. We also had a temporary Board member appointed under the *Administrative Tribunals Act* whose term was from March 2, 2015 to May 30, 2015.

In 2015/16, Brenda Brown, William Bell and Spencer Mikituk were all re-appointed to the PT Board for two-year terms. We also welcomed a new member, Mary Sjostrom, for a two-year term. The experience of our seasoned members paired with the enthusiasm and insights of new members keeps Board discussions lively and contributes to policy development.

We also have four full-time staff. After many years of staff stability, we saw some changes this year, including the retirement of a long-standing staff member in May, 2015, the promotion, after a competition, of an employee and ultimately a new front line staff person. We thank David Watling for his years of service, wish Kathy Mitten success in her new position of Financial, Appeals and Operational Coordinator and welcome Jane Morris to the position of Research and Administrative Coordinator.

The PT Board had six in-person meetings in 2015/16 and three meetings via conference call. Meetings focused on policy, projects and consideration of emerging issues, including regulatory changes affecting the industry. Independent of meetings, Board panels render decisions on applications. I generally assign files to a single Board member. When files are exceptionally complex or of broad public interest, I may assign the file to more than one Board

member. For example, I assigned a two-person panel to review an application for a new taxi service in Victoria and two people as a public hearing panel.

This report highlights some of our accomplishments, initiatives and results. In 2015/16, the PT Board processed 145 licence applications and 84 Temporary Operating Permit (TOP) applications. Approximately 85% of the licence applications were decided based on information in the application file. The balance was decided after the PT Board sought more information from the applicant, submitters, Registrar or other persons. One application was set down for a public hearing. We had one appeal of an administrative penalty in 2015/16 and the PT Board conducted a fitness review of a licence that resulted in the Board directing the Registrar to cancel a licence.

On February 26, 2015, the provincial government amended the definition of "passenger directed vehicle" to include vehicles with "primarily perimeter seating" regardless of seating capacity. The Minister of Transportation and Infrastructure directed these changes to provide additional scrutiny to all perimeter seating licence holders and their operating conduct. It further serves to provide consistency amongst licence holders in the regulatory regime. This amendment brought stretch SUVs and limo buses, collectively referred to as perimeter seating buses, into the Special Authorization licence category that requires PT Board approval. The changes applied to new applicants immediately and to existing licensees on May 1, 2015. Although the planning and development stages of this project occurred in 2014/15, many applications were processed through a streamlined process throughout April 2015 and a few thereafter. After the applications were processed, we reviewed the process and looked for opportunities to streamline activities and enhance application processes.

This year was another productive year at the PT Board. We introduced enhanced data tools for additional taxi applications, completed a new three-year strategic plan, modified our limousine rate rule to apply to all operators in British Columbia and completed a major review of our Rules of Practice and Procedure and Operational Policies.

I was fortunate to attend a conference hosted by the International Association of Taxi Regulators (IATR) and participate on a panel discussing accessible transportation. Much discussion at the conference centred on the regulation of transportation network companies. This was very timely as it is an area in which the PT Board, as well as our regulated industry and the general public, is interested in. Although regulatory change lies with Government, we need to be aware of regulatory trends and the impact

that technology is having on the area we regulate, including what can be done within the current regulatory scheme.

I look forward to another fruitful year with the Passenger Transportation Board. I'm confident that technological innovation will continue to be a change motivator.

We value input from stakeholders. We held two meetings of our Passenger Directed Vehicle Advisory Committee. We participated in a meeting, led by the Registrar of Passenger Transportation, with Perimeter Seating Bus operators. These meetings provide valuable insights to Board members and provide us with an opportunity to discuss new policies or projects. To gain insights into limousine rates, we surveyed operators. Results from the survey informed the limousine rate rule we established in October.

Equally the PT Board values and appreciates the input it receives from local governments and others with interest in a project or service. This adds perspective to the decision making process.

We continued our excellent, respectful relationship with the Ministry of Transportation and Infrastructure this year. I had an opportunity to meet with the Minister, as well as to participate in a "safe grad" media event led by the Minister. The Assistant Deputy Minister of Transportation Policy and Programs met with the PT Board to provide an overview of Ministry activities and the Registrar provided regular updates at our meetings. Moreover, Board and Branch staff work together on application processes and common policy interests.

I will end by celebrating the contributions of Board members and staff. Members take their decision-making duties seriously and conscientiously while staff work diligently to ensure applications processes and procedures are clear, streamlined and efficient. In many areas, such as strategic planning and communications, members and staff work collaboratively.

Overview

The Passenger Transportation Board is an independent tribunal. It is established under the *Passenger Transportation Act*. The Board has two functions:

(a) making decisions on applications for taxis, limousines, small vans, perimeter seating buses and inter-city buses; and

(b) hearing appeals on administrative penalties imposed by the Registrar of Passenger Transportation.

Of these two functions, most of the PT Board's work involves making decisions on applications.

As an administrative tribunal, the PT Board must ensure that its decisions are fair, consistent and transparent.
To achieve this, the Board develops policies and procedures to guide its application and decision-making processes. The Board publishes its Rules of Practice and Procedure and Operational Policies. The Board posts notice of applications and decisions on its website. Board members regularly discuss policies and emerging issues in the commercial passenger transportation industry. The Board maintains a comprehensive website that provides a variety of information to applicants, licensees and members of the public.

The PT Board has a three year Strategic Plan to guide its policy development, operational projects and governance work. All members and staff contribute to the plan and strive to accomplish the yearly performance measures. The plan is reviewed annually to ensure that the Board's work is relevant and accountable.

The PT Board has reviewed its organizational capacity and risk assessment and six global risk factors were identified: Changing External Climate; Governance; Corporate (External); Corporate (Internal); Operational; and Regulatory. For each of these, the Board determined challenges and strategies to

manage or alleviate the risk. Strategies include such things as:

- adapting policies to address the changing external climate
- implementing "best practices" for governance such as monitoring performance, preparing manuals for members and engaging in policy discussions and development
- Signing a Memorandum of Understanding that sets out arrangements and understandings concluded in good faith between the Minister and the Chair
- Implementing policies to ensure that Board directions are communicated to staff and staff are encouraged to bring suggestions for change and improvement to the Board
- Constantly seeking to improve operations both internally and externally through streamlining initiatives, improved procedures and enhanced communication products
- Engaging in early planning processes when faced with pending regulatory change

In carrying out its responsibilities, the PT Board continually seeks innovative ways to increase efficiency, respond to change and streamline its processes.

The PT Board often seeks stakeholder perspectives on new initiatives and policies. It responds to local government

BOARD MISSION

The mission of the Passenger Transportation Board is to make decisions pertaining to the commercial passenger transportation industry in a way that

- enables people throughout the province to access diverse, stable and competitive commercial passenger transportation, and
- promotes consistency and fairness in application decisions and enforcement measures

The Board will make its decisions in a timely, fair, consistent and open fashion, and will provide responsive and accurate information to applicants, licensees, submitters, agents, government representatives and members of the public.

BOARD VALUES

✓ Integrity – ethical, professional and honest conduct

✓ Fairness – just treatment and impartial decision-making

✓ Respect – treat all persons with courtesy and dignity

✓ Accountability – transparency in processes, policies and conduct

✓ Responsiveness – timely, effective actions and communications

requests for information and may provide presentations to them or community organizations.

The skills, expertise and knowledge of members and staff are keys to the PT Board's success. Members are appointed by the Lieutenant Governor in Council (Cabinet), after a merit based process. Board staff are part of the public service of British Columbia and hired through the public service competition process.

PT Board members come from diverse backgrounds in business, commerce and government. Members are commonly active in their communities and serve on various agencies or boards. Members and staff are committed to fostering a culture of professionalism, administrative fairness and good governance. They stay informed about emerging passenger transportation trends and policies. Members and staff undergo performance evaluations regularly and attend workshops, conferences or other professional development activities.

Information on PT Board members, staff and budget is in Appendix 1.

PT Board Goals and Objectives are set out in Appendix 2

Regulatory Framework

The Passenger Transportation Board is an administrative tribunal created under the *Passenger Transportation Act* (PTA).

Administration of the PTA is a joint responsibility of the Passenger Transportation Board and the Registrar/ Passenger Transportation Branch of the Ministry of Transportation and Infrastructure.

VEHICLES AND LICENCE AUTHORIZATIONS

The PTA sets out the framework for licensing commercial passenger vehicles. There are two types of licences: general authorization (GA) licences and special authorization (SA) licences.

The chart below shows the different licensing streams under the PTA.

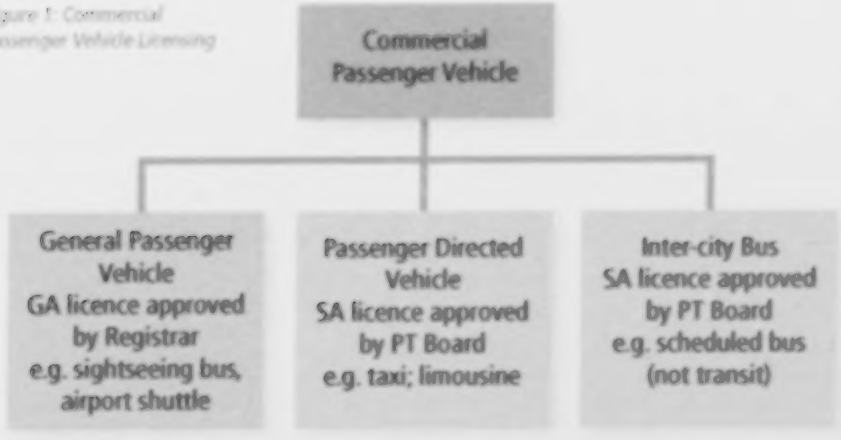
Special Authorization (SA) Licence Approvals

The Passenger Transportation Board makes decisions on applications for Special Authorization licences. There are two types of special authorizations: (a) passenger directed vehicles and (b) inter city buses. Passenger directed vehicles include taxis, limousines, perimeter seating buses and small shuttle vans. Inter city buses are private commercial carriers that operate between cities on a schedule and over regular routes.

The Passenger Transportation Board may approve applications for a Special Authorization licence if it considers[1]:

1. There is a public need for the service
2. The applicant is fit and proper and capable of providing the service

Figure 1: Commercial Passenger Vehicle Licensing


Commercial Passenger Vehicle
General Passenger Vehicle GA licence approved by Registrar e.g. sightseeing bus, airport shuttle
Passenger Directed Vehicle SA licence approved by PT Board e.g. taxi; limousine
Inter-city Bus SA licence approved by PT Board e.g. scheduled bus (not transit)

5. The application promotes sound economic conditions in the transportation business

If an application is approved, the Board sets terms and conditions for a licence.

Examples of terms and conditions include:

- Passenger pick-up and drop off areas for taxis and limousines
- Maximum fleet size for taxis and limousines
- Routes and minimum route frequencies for inter-city buses

The Board also approves rates for passenger directed vehicles.

If the Board approves an application, the Registrar of Passenger Transportation issues a licence when safety requirements are met.

General Authorization Approvals

The Registrar of Passenger Transportation makes decisions on applications for General Authorization licences. Operators whose vehicles do not fall within the definitions of passenger directed vehicles or inter-city buses need a General Authorization licence. These operators have greater operational freedom than Special Authorization operators. There is no public need or other economic regulation test for General Authorization licenses – the focus of licensing is on safety.

Examples of general passenger vehicles include:

- Tour or charter or sightseeing buses with a carrying capacity of a driver and 12 or more passengers and forward facing seats. These may be "carrier directed" or "passenger directed" services.
- Tour or sightseeing buses if all itineraries are set by the operator. These are "carrier directed" tours services. Trips are not "customized" for passengers. Operators may use vehicles with any carrying capacity or seat configuration.

Enforcement and Compliance

The Registrar works with Commercial Vehicle and Safety Enforcement (CVSE) staff in the planning and delivery of enforcement and compliance actions for licensed and unlicensed carriers. Peace officers may also issue tickets for violations of the Act. The Registrar may impose administrative penalties on licensees.

The PT Board hears appeals of administrative penalties imposed by the Registrar.

Appendix 3 is a diagram of the licensing process for commercial passenger vehicles.

Appendix 4 defines the terms "inter-city bus" and "passenger directed vehicle".

[1] For applications to transfer a licence, the Board considers applicant fitness only.

PT Board Activity Clusters

The PT Board has identified two activity clusters: core and complementary. Core activities centre on decision-making and other duties associated with fulfilling the Board's statutory mandate. Complementary activities, such as research and policy development, add value to the Board's core activities. Core work remains the Board priority. The chart below outlines core and complementary activities, which are dynamic and inter-related.

Figure 2

BOARD MANDATE

Licensing Decisions
Appeals of Administrative Penalties

CORE ACTIVITIES

- Application Management
- Appeal Management
- Application Guides and Reference Sheets
- Rule Making, Operational Policy and Programs
- Stakeholder Engagement
- Strategic Planning
- Performance Measurement
- Annual Report
- Governance
- Bulletin

COMPLEMENTARY ACTIVITIES

- Research and Policy Development
- Major Projects
- Electronic Communications
- Outreach
- Board Development
- Program Evaluation and Development

Highlights of Activities and Accomplishments in 2015/16

PROJECTS COMPLETED

A. Limousine Rates

In June 2015, the PT Board invited limousine operators to participate in a survey about a limousine rates and rules. The survey had a 27% response rate. The Board used the results to inform its limousine rate policy. As of October 14, 2015:

- Minimum and maximum hourly rates and standard rules apply to all limousine operators in BC.
- Minimum rates for YVR-Whistler flat fare trips are reduced from 11% to 17% (depending on vehicle size)
- A minimum flat rate applies to most trips on the Sea-to-Sky corridor
- Rules provide greater clarity on the application of rates and enhance flexibility for operators.

Minimum and maximum hourly rates are practical, efficient and beneficial for limousine companies and consumers. Companies have the ability to adjust prices within the rate band and consumers have predictability of rates.

B. Streamlined Application Process for Perimeter Seating Buses

On February 26, 2015, the provincial government amended the definition of "passenger directed vehicle" to include vehicles with "primarily perimeter seating" regardless of seating capacity. This amendment brought stretch SUVs and limo buses into the Special Authorization licence category. The PT Board was required to make decisions on all these applications. Licensees had until April 30, 2015 to obtain a Special Authorization licence to continue operating their vehicles, referred to as "Perimeter Seating Buses (PSBs). To facilitate the transition, the PT Board introduced a streamlined application process, which was available until August

31, 2015 for those operators who did not require a Special Authorization licence by the end of April.

By May 1, 2015, the PT Board had received 70 PSB applications and made decisions on 69 (one withdrew), approving 68 licences and 160 vehicles.

In May 2015, the PT Board conducted an internal review of the project. The Board concluded that in terms of processing applications and issuing decisions, the PSB project was a success. This was in large part due to the time spent by the Board and Branch in developing policies, processes and procedures for transitioning licences. Licensees also respected the Board's recommended timeline for submitting applications.

Extra resources were necessary for the Board to maintain its regular application processing targets and meet PSB demand. The Ministry of Transportation and Infrastructure acknowledged this and recognized the budget implications. This enabled the PT Board Chair to appoint a temporary Board member for 3 months (March – May 2015) to assist with PSB decision making and for the Board to hire a temporary administrative person to help with application processing.

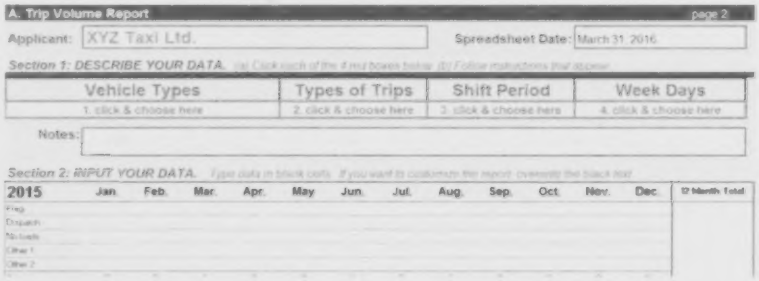
As a result of the PSB project, the PT Board identified some modifications to its regular application and decision-making processes.

C. Enhanced Data Tools

In October 2015, the PT Board published significant improvements to its three data-reporting spreadsheets that taxi licensees use when applying to add taxis to their fleet. The spreadsheets relate to trip volumes, vehicle usage and response times.

The enhanced spreadsheets provide a more useful breakdown of data. They calculate 'bottom line indicators' that can assist applicants in preparing applications and the Board in deciding applications for more taxis.

The PT Board requires the use of these spreadsheets by taxi applicants serving communities with a population of 60,000 or more. The spreadsheets received some minor updates in March 2016 as part of the application materials revision project.


A. Trip Volume Report page 2

Applicant: XYZ Taxi Ltd. Spreadsheet Date: March 31, 2016

Section 1: DESCRIBE YOUR DATA. (a) Click each of the 4 red boxes below (b) Follow instructions that appear

Vehicle Types	Types of Trips	Shift Period	Week Days
1. click & choose here	2. click & choose here	3. click & choose here	4. click & choose here

Notes:

Section 2: INPUT YOUR DATA. Type data in black cells. If you want to customize the report, overwrite the black text

2015	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	12 Month Total
Trips													
Dispatch													
No-Shows													
Other 1													
Other 2													

D. Revised Rules, Policies and Application Materials

The PT Board completed a major review and update of its Rules of Practice & Procedures, Operational Policies and application materials. These changes:

- Removed obsolete rules and policies or codify current practices
- Reflected technological advances in communications and the collection and use of data by taxi & limousine operators regulated by the PT Board
- Improved access to information and forms

The Board approved the revised rules, policies and application materials in March 2016 and these were published in April 2016.

1. Revised Rules and Policies

In addition to technical revisions, the PT Board added 4 new rules to its Rules of Practice and Procedure. These include rules relating to: incomplete applications; applications unlikely to succeed; public explanation of applications; and supplemental submissions.

Operational Policies were updated to: remove duplication with Board rules; update current policies on reconsideration, social media and hailing; and add a policy regarding requests that the Board receives under the Freedom of Information and Protection of Privacy Act. The Board also deleted obsolete or redundant policies.

2. Application Guides, Reference Sheets and Spreadsheets

In conjunction with its review of policies and rules, the PT Board revised its application guides, reference sheets, forms and spreadsheets. A significant change was to enable applicants to complete forms online. The Board discontinued an obsolete form and introduced a declaration form that everyone must sign. Applicants must declare that:

(a) they understand and will follow provisions of Liquor Licensing and Control Act regarding to alcohol and passengers in a vehicle: and

(b) the information a person is giving the Board is accurate.

The PT Board introduced a new form for applicants to provide. This form, which explains why one is making an application, is published with the application summary and enhances the public notification process.

The PT Board added a new application guide for luxury app-based transportation services, which are mid-tier services

between a taxi and a limousine. These are technology-based services but not commercial rideshares, ridesourcing or transportation network companies. In addition, the Board introduced two Excel spreadsheets for limousine operators to use when preparing an application to add more limousines to their fleet.

Application guides have been updated to: correlate with changes to forms; update the "social media" section of public need indicators; and let applicants know that the PT Board inputs the names of company principals into "Court Services Online", which provides access to traffic and criminal court files in BC.

Many reference sheets were revised to reflect updated policies or to correct minor edits.

In recognition that most communications with the PT Board are by e-mail, the Board shortened its publication/reply timelines for many applications.

E. Taxi Camera Information Materials

Following the taxi camera equipment review, completed last fiscal, the PT Board consolidated taxi camera requirements into one rule. It also published new or updated information sheets geared towards passengers, drivers and taxi companies. These materials simplify taxi camera programs and enhance their effectiveness.

The Board strongly encourages taxi companies to invest in the safety of its drivers. There are a few ways to do this. In particular, taxi cameras have been shown to reduce serious attacks against drivers.

F. Strategic Plan: April 2015 – March 2018

The PT Board reviewed and updated its three-year Strategic Plan, notably updating performance measures to 2017/18. Board members and staff collaborate on the plan. All are committed to accomplishing the performance measures. All seek a plan that will enable us to work in a way that:

- Is meaningful to industry as well as users, government and other agencies
- Is relevant to the times
- Creates positive interactions between the Board and our stakeholders

The PT Board reviews its progress on performance measures throughout the year and has an annual strategic planning session.

STAKEHOLDER ENGAGEMENT

Industry Sessions and Meetings

Passenger Directed Vehicle Advisory Committee

The Passenger Directed Vehicle Advisory Committee, an initiative of the PT Board, promotes stakeholder engagement primarily on taxi matters. The committee met in May 2015 and October 2015. It is made up of people from the taxi industry, public transit, municipalities, persons with disabilities, the Vancouver International Airport Authority, the Passenger Transportation Branch and the PT Board.

Board and Branch representatives shared information on current activities and projects and sought stakeholders' perspectives and comments on these and other matters. Topics discussed ranged from a modified index system to assess taxi rates, new technologies available in the taxi industry and the Board's approach to limousine rates.

Limousine Industry (Perimeter Seating Bus [PSB] Operators)

In May 2015, the PT Board participated in a meeting, chaired by the Registrar of Passenger Transportation, with operators of PSBs. This was an opportunity for the Board and Branch to share information about licensing and industry perspectives. The PT Board Chair reviewed licensing requirements for Special Authorizations and the Board's decision making process. PSB operators sought clarification on liquor laws and were concerned about their portrayal in the media.

Other Taxi meetings

In April, 2015 PT Board staff had a teleconferences with taxi industry representatives to explain the Board's revised index system, the Taxi & Limousine Cost Index. In November 2015, Board staff met with representatives from the Ministries of Justice, Social Development and Social Information and Transportation and Infrastructure (PT Branch) and taxi companies in Victoria to discuss the new Guide Dog and Service Dog Act and to improve the Board's understanding of taxi company policies and practices respecting services for people with disabilities. In early 2016, Board and Branch staff visited taxi operations in Vancouver and Burnaby to view first-hand technological advances in dispatch and data management.

Surveys

The PT Board finds surveys as an efficient and effective mechanism to obtain information from select groups on specific topics. In June 2015, the Board invited limousine operators to participate in a survey about limousine rates and rules. Survey questions addressed such issues such as package

rates and minimum flat rates for point-to-point trips. Some questions were relevant to specific areas, such as the Sea-to-Sky corridor or areas of BC outside of the Lower Mainland and Victoria. The survey had a 27% response rate.

Presentations/Speeches

In June 2015, the PT Board chair participated in a "Safe Grad" media event sponsored by the Minister of Transportation & Infrastructure. The Chair also attended the annual conference of International Association of Transportation Regulators (IATR) where he participated on the panel about the future of wheelchair accessible transportation.

PT Board staff also participated on the City of Vancouver's "Vehicle for Hire Dialogue" from March – October 2015.

COMMUNICATIONS

Industry Advisories

In 2015/16, the PT Board issued 14 Industry Advisories or Updates on a variety of topics, including rates, policies and operational matters.

Weekly Bulletin

The Weekly Bulletin contains summaries of applications, hearing notices and final decisions of the PT Board. It was published 51 out of 52 weeks in 2015/16 (the exception being December 28, 2016).

Website

The PT Board maintains a comprehensive website that provides information on such things as: applying for a licence; legislation, rules and policies; limousine and taxi rates and Board projects. In 2014/15, the Board introduced a new webpage dedicated to the streamlined process for Perimeter Seating Bus applications. This webpage was available until August 28, 2015, when the streamlined process expired. Throughout the year, we updated the website as required, including adding enhanced data spreadsheets, limousine rules and accessible taxi statistics.

GOVERNANCE AND OPERATIONS

Governance

The PT Board met 9 times in 2015/16; three meetings were by teleconference and 6 in-person. Board meetings focus on policy and program development, improving organizational excellence, administrative law, professional development and strategic planning. At each meeting the Board reviews application performance results along with a Board priorities chart.

The Board undertook a major review of its rules and policies in 2015/16. As part of this review, the Board considered the use of social media as evidence in Board decision-making and revised its operational policy to emphasize that the relevance of social media to an application will depend

upon its probative value.
Social media evidence, like other evidence, must be capable of being tested and verified.

The Board also had a workshop in December 2015 to review emerging issues in the regulation of transportation network companies in Canada as well as internationally.

In 2015/16 the Board analyzed its annual reports against the Auditor General's (AG) Performance Reporting Principles For the British Columbia Public Sector. With one exception, the Board met the reporting principles set out in the AG's report. The exception was an analysis of risk capacity, i.e. the PT Board's risks and its capacity to deliver on its programs, products and services. The Board undertook this analysis and has identified risk factors, challenges and strategies that the PT Board can undertake to minimize risks.

As noted previously, the PT Board also revised its strategic plan to cover 2015 to 2018. The Board also reviews its performance measures under the strategic plan throughout the year. Appendix 3 lists Board performance measure results for 2015/16.

After more than twelve years of staff stability, the PT Board had some changes in 2015/16, which resulted in competitions for two positions as well as training and orientation for the successful candidates.

A new member also joined the PT Board in December 2015. New members receive an orientation package, in house orientation day and attend an administrative justice course offered through the BC Council on Administrative Tribunals.

LOOKING AHEAD TO 2016/17

Processing applications and decision making is the priority of the PT Board.

A number of projects are on the horizon for 2016/17, including:

- Applying the Taxi and Limousine Cost Index to limousine rates
- Reviewing trends in the commercial passenger transportation industry, such as the regulation of transportation network companies
- Smart meters and forward facing cameras in taxis
- Website enhancements to include video guides
- Encouraging taxi companies in smaller communities to retain and use operational data
- Peak Season Temporary Operating Permits for limousines
- Identifying potential upgrades to the Board's database and case management system

Application and Licensing Matters

GENERAL INFORMATION

The *Passenger Transportation Act* sets out two types of licence authorizations: Special Authorizations; and General Authorizations.

Operators must have a Special Authorization licence to operate passenger directed vehicles or inter-city buses. The Passenger Transportation Board makes decisions on applications that relate to Special Authorization licences. These include:

- applications for new, transfers or amended licences for all Special Authorization vehicles, and
- additional vehicle applications as well as applications for changes to rates and rules for passenger directed vehicles.

The PT Board may approve applications for temporary operating permits (TOPs). These allow taxis and limousines and other passenger directed vehicles operators to increase their fleet size on a short-term basis. Also, the Registrar may ask the Board to make a determination on whether a particular application is for a special authorization rather than a general authorization.

Board decisions are published in the Board's *Weekly Bulletin* and posted at the Board's website www.ptboard.bc.ca

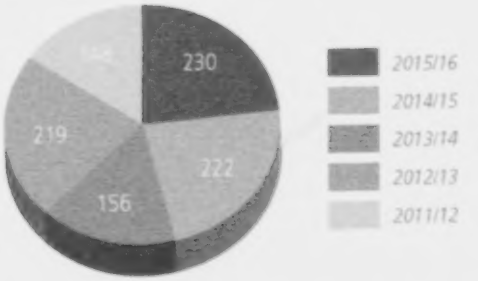
Two areas where the PT Board may be involved with a licensee after a decision has been made are: fleet size reviews and fitness reviews. The Board may decrease the fleet size of a licensee if it has consistently failed to operate its maximum number of vehicles. Fleet size reviews only apply to licensees operating passenger directed vehicles.

The Board may conduct a review at any time to determine if a licensee is fit and proper and capable of providing a transportation service.

APPLICATION MATTERS

In 2015/16, the PT Board received 230 applications. This is an increase from 2014/15 and includes applications pertaining to Perimeter Seating Buses which the Board now regulates. In this reporting period, 225 applications were decided on their merits, one involved a review of whether the applicant required a Special Authorization licence, one application was dismissed summarily and three were withdrawn. No applications remained undecided.

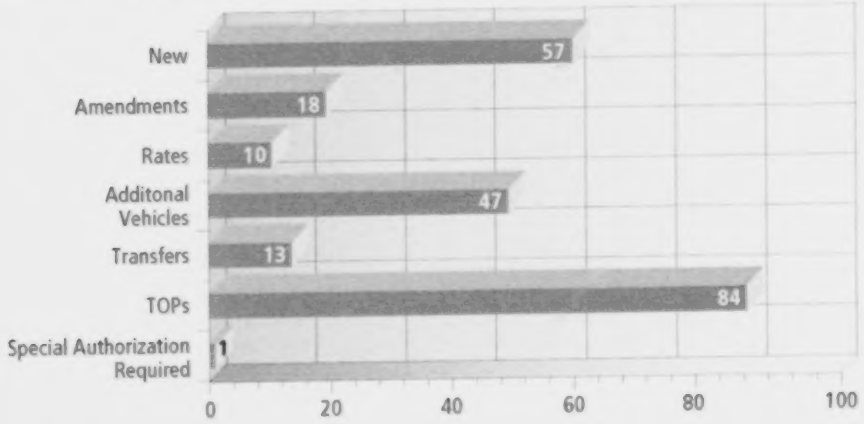
Total Applications Received for Five Fiscal Years



In the charts below, application types are denoted as follows:

New	Application for a new Special Authorization licence
AM	Application to amend an existing licence
AV	Application to add more vehicles to a fleet of passenger directed vehicles
Transfer	Application to transfer a licence
RC	Application to change rates for a passenger directed vehicle service
TOP	Application for Temporary Operating Permits
Special Authorization Rq	Application sent by the Registrar for the Board to determine if an Special Authorization licence is required for the service the applicant proposes

Number of Applications by Type 2015-16



Decided Applications by Regional District 2014/15 and 2015/16[1]

Regional District	# of Decided Apps 2014/15	# of Decided Apps 2015/16	Regional District	# of Decided Apps 2014/15	# of Decided Apps 2015/16
Alberni-Clayoquot	3	4	Kootenay-Boundary	1	0
Bulkley-Nechako	3	0	Metro Vancouver	113	138
Capital Regional District	18	16	Mt. Waddington	2	4
Cariboo Regional District	2	2	Nanaimo	5	2
Central Coast	0	0	North Okanagan	1	2
Central Kootenay	1	1	Northern Rockies	1	0
Central Okanagan	7	15	Okanagan-Similkameen	10	3
Columbia Shuswap	1	2	Peace River	3	3
Comox Valley	3	1	Powell River	0	2
Cowichan Valley	0	1	Skeena-Queen Charlotte	2	2
East Kootenay	2	1	Squamish-Lillooet	8	8
Fraser Valley	5	6	Strathcona	0	1
Fraser-Fort George	14	5	Sunshine Coast	0	1
Islands Trust	4	0	Thompson-Nicola	4	1
Kitimat-Stikine	6	2	Multi Regional or Extra Provincial	2	3

[1] Excludes withdrawn and dismissed applications.

POST DECISION MATTERS

	Totals	Average Days to Decision
Appeals of Judicial Review Decision Concluded	0	
Judicial Reviews Concluded	0	
Licence Decisions Amended	1	1
Licence Decisions Reviewed	1	58
Reconsiderations	15	
• Reconsiderations Proceeded and Decided	4	4
• Reconsiderations Not Proceeded – Grounds Not Established	11	39
• Reconsideration Requests Pending	0	

One decision was amended to correct a clerical or technical error. One was reviewed based on a factual error in the decision. Four applications were reconsidered on the basis of new evidence being made available that was not available at the time of the decision.

Performance Measures 2015/16

The Passenger Transportation Board has two sets of performance targets: "low" and "high." The low target represents the most efficient processing times, with no delays by applicants, submitters or the PT Board. The high target factors in delays that may occur in the application process.

The Board reviews performance results at each meeting. It strives to improve its performance and timelines.

Reporting Constraints – PT Board database reports are based on the date an application is received. If a report is compiled for a particular time period, it will provide performance results only for applications that were received during this period and decided or closed at the time the database report is compiled or accessed.

Reporting Timelines – These are the total number of days that an application was in process with the PT Board. This includes times when the application is inactive pending publication or receipt of further information. Most applications have a 15-day publication period. If submissions are received, applicants have 10 days to reply. With public hearings, the reported timelines include adjournments and continuations.

Performance Targets

PROCESS AND TRACK	LOW TARGET	HIGH TARGET
Application Files	**# Days**	**# Days**
File Review	89 or less	90 – 156
Board Investigation	113 or less	114 – 192
Board Investigation and Hearing	117 or less	118 – 205
Registrar	117 or less	118 – 205
Registrar Investigation and Hearing	197 or less	198 – 331
Hearing	178 or less	179 – 293
Urgent Public Need (UPN*)	37 or less	38 – 75
Temporary Operating Permits (TOPs)	**15 or less**	**16 – 30**

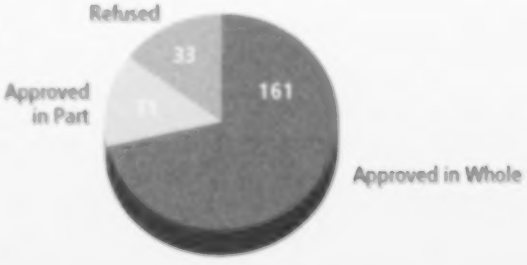
Application Processing Times in Relation to Performance Targets 2015/16[1]

	# Board Decisions	Average # of days to a decision[2]	% within low target	% within high target	% over high target
Processing					
File Review[3]	123	48	**91**	**9**	–
Board Investigation (BI)	18	75	**83**	**11**	**6**
BI and Hearing	1	377	–	–	**100**
Registrar's Investigation	1	123	–	**100**	–
Urgent Public Need UPN[4]	2	81	**50**	**50**	–
Temporary Operating Permits (TOPs)	84	4	90	10	–

The PI Board seeks to process at least 75 % of all applications within the low target timeframe. The Board achieved this in three out of six categories.

The PI Board held a three-day public hearing in March 2016 and the decision was issued in August 2016.

Board Decisions by Outcome[5]



[1] These results were based on applications received between April 1, 2015 and March 31, 2016 and closed by August 24, 2016 when the data was compiled.

[2] These timelines are from when an application is received at the Board office until a decision letter is sent to an applicant, and may include periods when processing times are not in the Board's control; for example an applicant has asked for an extension to reply to submissions.

[3] These results may be slightly overstated as the Board set shorter processing times for streamlined Perimeter Seating Bus applications.

[4] A "UPN" is an application that the Board determines should be processed on the basis of "urgent public need". These applications are not published and submissions are not solicited. Most "UPN's" are processed on the basis of a file review.

[5] Excludes withdrawn and dismissed applications.

Appeals and Fitness Reviews

APPEALS

The PT Board hears appeals from licensees who have received an administrative penalty from the Registrar of Passenger Transportation. The Board received one appeal in 2015/16. The Board rescinded the penalty.

FITNESS REVIEWS

The Board conducted one fitness review in 2015/16 that resulted in a direction to the Registrar to cancel a passenger transportation licence.

Appendix 1: Board Members, Staff and Budget

BOARD MEMBERS

PT Board members make decisions on applications and appeals.

The Board is appointed by Cabinet. The Passenger Transportation Act says that there must be at least three Board members. One member must be designated as Chair.

Appointment processes and terms are governed by the Administrative Tribunals Act. Under this Act, the Chair may, after consultation with the Minister, appoint an individual to be a Board member for a term of up to six months. On March 2, 2015, the Chair appointed Dennis Day to the Board to assist with implementation of the PSB. This appointment was effective to May 30, 2015.

2014/15 Board Members

Member		Appointed by	Initial Appointment Effective	Term Expiry Date
	Don Zurowski Chair	Cabinet	January 1, 2010 (member) September 1, 2011 (Chair)	September 30, 2017
	William (Bill) Bell	Cabinet	February 2, 2008	December 31, 2017
	Brenda Brown	Cabinet	December 31, 2008	December 31, 2017
	Roger Leclerc	Cabinet	November 8, 2012	December 31, 2016
	Spencer Mikituk	Cabinet	March 29, 2012	March 29, 2018
	Mary Sjostrom	Cabinet	December 31, 2015	December 31, 2017
	Dennis Day	Chair	March 2, 2015	March 30, 2015

Board Staff

The Board is supported by a staff of four full-time employees who work out of the Board office in Victoria. Staff handle the administrative functions of the Board, undertake policy initiatives and respond to inquiries from applicants and the public. Board staff are:

Jan Broocke,
Director to the Board

Michael McGee,
Manager, Policy and Communications

Kathy Mitten,
Finance, Appeals and Operations Coordinator

Jane Morris
Administrative and Research Coordinator

Board Contact Information

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Passenger Transportation Board Budget

2015/16		
Budget Category	**Allocation ($)**	**Expenditure ($)**
Salaries	262,000	264,741
Benefits	65,000	65,123
Board Per Diems and Travel	140,000	162,902
Staff Travel	8,000	6,279
Professional Services – Operational	2,000	0
Information Systems – Operating	9,000	7,361
Office and Business Expenses	5,000	7,613
Stat. Advertising and Publications	1,000	0
Recoveries – Within Government	(1,000)	0
Recoveries – External, Misc.	(1,000)	0
Total	**490,000**	**515,047**

The budget overage was attributable in part to work that the Board undertook to accommodate the amendment to the definition of "passenger directed vehicle" that brought stretch SUVs and limousine buses into Special Authorization licensing stream and further contributed to application volumes. This was discussed with the Ministry of Transportation and Infrastructure in advance. As well, Board membership increased by one in December 2015.

Appendix 2: Board Goals and Objectives

GOAL A

Policies contribute to a commercial, small passenger vehicle and inter-city bus industry that:

- serves the public
- is run by capable licensees
- is economically sustainable

OBJECTIVES	Board policies facilitate: 1. a dynamic, innovative and healthy industry; 2. licensing of responsible, competent and accountable persons or companies; 3. diversity of service options; and 4. responsiveness to market conditions and relevant legislation.
STRATEGIES	Guide policy development by: 1. Initiating contact with licensees and other stakeholders on priority and emerging issues in the commercial passenger transportation industry. 2. Identifying social trends and developments relative to commercial passenger transportation. 3. Assessing relevant legislation and policies. 4. Monitoring or linking to other strategic planning processes involved with transportation in BC.

GOAL B

Board processes are clear and relevant

OBJECTIVES	Processes are efficient, effective and administratively fair.
STRATEGIES	1. Evaluate Board application processes from an internal and an external perspective. 2. Modify application processes to improve timelines, public access to materials and increase efficiency.

GOAL C

Board facilitates, and participates in, communications with stakeholders.

OBJECTIVES	Board communications are effective and meaningful.
STRATEGIES	1. Enhance accessibility of information by: (a) Organizing and presenting online information so it is user centered, related materials are centralized in a single place, and stakeholders can find, understand and use what is important. (b) Using technology to communicate more proactively with stakeholders. (c) Maintaining openness to stakeholder input on Board initiatives and policy changes by seeking and considering stakeholder perspectives on key Board policy or projects. 2. Maintain a productive working relationship with the Passenger Transportation Branch.

GOAL D

Board governance that leads to organizational excellence

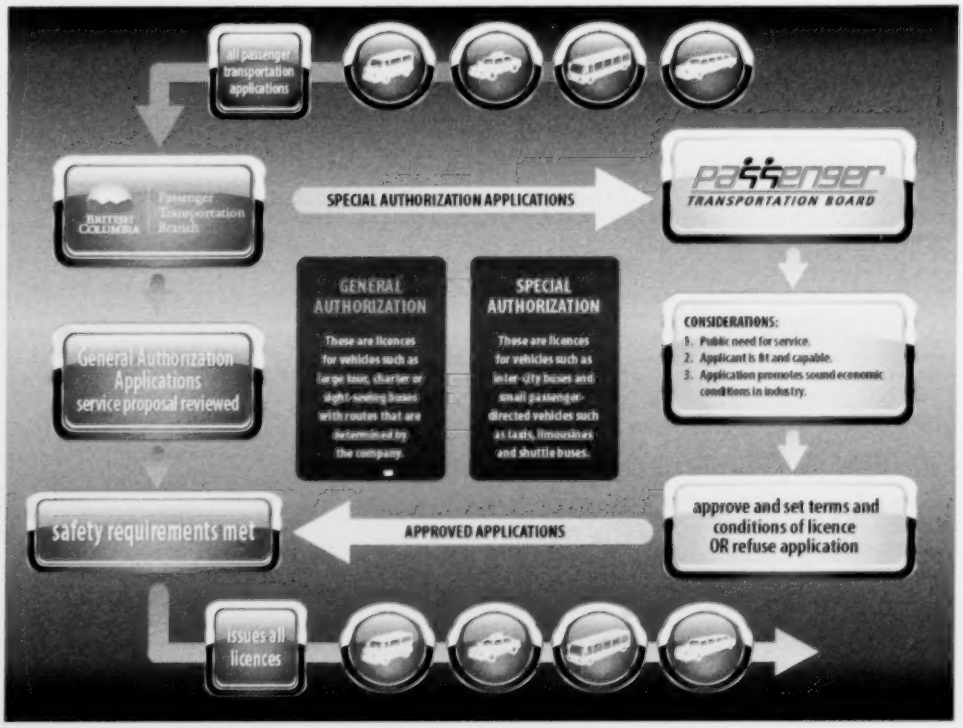
OBJECTIVES	The Board: (a) fosters a culture of professionalism and fairness. (b) evaluates its performance. (c) seeks continual improvement. (d) is accountable to government and the public.
STRATEGIES	1. Board members and staff adhere to principles of administrative justice and strive for consistency in all processes. 2. Board members and staff have access to ongoing training and learning opportunities in administrative justice and other subjects that are needed to fulfill Board operational and governance responsibilities. 3. The Board evaluates its performance against targets. 4. Board fulfills its obligations as per the MOU between the Chair and the Minister. 5. Budget is managed in accordance with government legislation and policies.

Appendix 3: Status Report on 2015/16 Strategic Plan Performance Measures

Performance	Measure
GOAL A	
Publish "best practices" guidelines and revised rules in follow up to the taxi camera equipment review	Complete
Promote adoption of taxi cameras in other communities	Ongoing
Apply TSP materials to smaller markets	Ongoing
• Advance the standardization of licence T&Cs:	
– by region, for return/reverse trip authority	Move to 2016/17
– by requiring a dispatch service priority for any licences authorizing accessible taxis, starting with the GVRD	Complete
– establishing a common term for minimum operating times for wheelchair accessible taxis in the GVRD	Complete
• Complete limousine rate policy work, including:	
– Flat rates and package rates for Greater Vancouver Regional District and Capital Regional District	Complete
– Minimum/maximum hourly rates for all limousine operators in BC	Complete
– Applying the Taxi and Limousine Cost Index to limousine rate reviews	Move to 2016/17
– PDV fuel surcharge replacement	Move to 2016/17
Complete a review of the Board's Operational Policies, incorporating policies arising from the Perimeter Seating Bus project	Complete
Review and update application materials, with particular attention to Reference Sheet 10	Complete

Performance	Measure
GOAL B	
Investigate a menu of options for stakeholder feedback on application materials including: – website surveys – oral surveys – stakeholder meetings	Move to 2016/17
Complete a comprehensive review of Board's *Rules of Practice and Procedure*	Complete
Evaluate PSB streamlining processes to identify changes to other processes	Complete
Finalize guidelines and spreadsheets for taxi additional vehicle applications	Complete
GOAL C	
Implement, if feasible, an automated notice system on the Board's website	Pending
Initiate website changes to make operational policies more accessible and modular	Discontinued
Participate in stakeholder discussions such as the Vehicle for Hire Dialogue initiated by the City of Vancouver	Complete
GOAL D	
Modify Board performance measures processes and instruction sheet	1st Draft Complete
In-house workshops related to the analysis of data and evidence	Complete
Provide a day of in-house orientation for new Board members	Complete
Update reference manuals for Board members	Move to 2016/17
Track PSB application volumes and assess Board resource impacts of the 2015 expansion in Board jurisdiction to include Perimeter Seating Buses	Complete

Appendix 4: Diagram of Commercial Passenger Vehicle Licensing Process


all passenger transportation applications
BRITISH COLUMBIA Passenger Transportation Branch
SPECIAL AUTHORIZATION APPLICATIONS
passenger TRANSPORTATION BOARD
GENERAL AUTHORIZATION
These are licences for vehicles such as large taxis, charter or sight-seeing buses with routes that are determined by the company.
SPECIAL AUTHORIZATION
These are licences for vehicles such as inter-city buses and small passenger-directed vehicles such as taxis, limousines and shuttle buses.
CONSIDERATIONS:
1. Public need for service.
2. Applicant is fit and capable.
3. Application promotes sound economic conditions in industry.
General Authorization Applications service proposal reviewed
safety requirements met
APPROVED APPLICATIONS
approve and set terms and conditions of licence OR refuse application
issues all licences

Appendix 5: Definitions of Vehicles Requiring a Special Authorization

INTER-CITY BUSES (ICBS)

- Operate on set time schedules between municipalities (other than those in the GVRD or CRD)
- For individual fares
- Over a regular route
- Between fixed terminating points, picking up and dropping off passengers at intermediate points, as necessary

A common example is a private bus service operated on a schedule between two or more cities. Inter-city buses are not public transit buses.

PASSENGER DIRECTED VEHICLES (PDVS)

- Carry a driver and not more than 11 passengers or have passenger seats that are primarily located along the sides or at the rear of the vehicle
- Operate to and from locations determined by the passengers
- Is a commercial passenger vehicle with perimeter seating, regardless of how many passengers the commercial passenger vehicle can accommodate

Common examples of PDVs include taxis, limousines, including stretch SUVs and limo buses, and shuttle vans.

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